

Message Text

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SUBJECT: CIVIL-MILITARY AVIATION PLANNING IN NATO

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1. ON JANUARY 14, 15 AND 16 MAJOR GENERAL CASEY,
DEPUTY DIRECTOR OF LOGISTICS FOR STRATEGIC MOBILITY,
OFFICE OF THE JOINT CHIEFS OF STAFF, PLANS TO BRIEF
USNATO AND SOME NATO COMMITTEES CONCERNING VARIOUS

ASPECTS OF THE US REINFORCEMENT AIRLIFT. THE PURPOSE OF THE BRIEFING IS TO INFORM THE ALLIES OF OUR AIRLIFT CAPABILITIES (DRAWING ON EXPERIENCE DURING THE MIDDLE EAST WAR) AS WELL AS OUR EUROPEAN RECEPTION FACILITY AND AIRHEAD FORWARDING REQUIREMENTS. THE BRIEFING WILL ALSO DESCRIBE IN GENERAL TERMS THE US CRAF PROGRAM AND THE CONTRIBUTIONS IT MAKES TO OUR AIRLIFT CAPACITY AS WELL AS DESCRIBE THE POTENTIAL OF THE ALLIES CIVIL AIR RESOURCES FOR INTRA-THEATER SUPPORT. GENERAL CASEY'S BRIEFING WILL BE THE FIRST STEP LEADING TO AN ACTION PROGRAM WHICH WILL RESOLVE PROBLEMS ASSOCIATED WITH THE US AIRLIFT. WE ALSO LOOK UPON THE BRIEFING AS AN INITIAL STEP TOWARD THE IMPROVEMENT OF CIVIL-MILITARY COOPERATION IN PLANNING FOR THE EFFICIENT USE OF CIVIL AVIATION RESOURCES IN A NATO

CONTEXT. THIS LONGER RANGE CONCEPT IS SET FORTH BELOW.

2. THE NEED FOR IMPROVED PLANNING FOR THE USE OF THE CIVIL AVIATION RESOURCES OF THE NATO ALLIES HAS LONG BEEN RECOGNIZED. IN THE PROCESS OF MOVING FORWARD WITH SUCH PLANNING, THE PRIORITIES AS STATED IN REF B REMAIN IN EFFECT, I.E., FIRST PRIORITY SHOULD BE PLACED ON ALLIED IMPROVEMENTS IN AERIAL PORT CAPABILITIES WITH SECONDARY PRIORITY ON THE ESTABLISHMENT OF AN INTRA-THEATER AIRLIFT REQUIREMENT AND ORGANIZATION. HOWEVER, IT APPEARS THAT A NUMBER OF PROBLEMS HAVE ARISEN REGARDING THE DEFINITION OF TERMS, THE NEED FOR CIVIL AND MILITARY AVIATION PLANNING, THE VENUE OF SUCH PLANNING, THE SEQUENCE OF PLANNING EVENTS, AND THE ORCHESTRATION OF THE PLANNING EFFORT AS A WHOLE. THIS CABLE SETS FORTH OUR VIEW OF THE CURRENT STATE OF AFFAIRS REGARDING NATO AIR RECEPTION FACILITIES AND CIVIL/MILITARY AVIATION PLANNING, AND ADDRESSES SOME OF THE PROBLEM AREAS WHICH HAVE APPEARED. ACTION REQUESTED: MISSION COMMENTS ON OUR ANALYSIS
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AND PROPOSALS FOR ACTION. FYI. DISCUSSION AND DIALOGUE CONCERNING THE POINTS CONTAINED IN THIS CABLE SHOULD BE KEPT STRICTLY WITHIN US CHANNELS. END FYI.

3. DEFINITION OF TERMS: IT APPEARS THAT SOME CONFUSION HAS ARISEN CONCERNING THE USE OF THE TERM "CIVIL RESERVE AIR FLEET" (CRAF) AND ITS RELATIONSHIP TO CIVIL AIR FLEETS IN GENERAL AND TO NATO CIVIL EMERGENCY PLANNING. TO CLARIFY THE USE OF THE TERM CRAF, THE FOLLOWING DEFINITION APPLIES: FOR THE US, THE CRAF PROGRAM PERMITS DOD TO AUGMENT ITS MILITARY AIR FLEET IN EMERGENCIES THROUGH THE CONTRACTED USE OF CERTIFICATED AIR CARRIER AIRCRAFT. THE CONTRACTS

HAVE ALREADY BEEN MADE, AND THE AIRCRAFT HAVE BEEN DESIGNATED BY REGISTRATION NUMBER FOR SECONDING TO DOD WHEN A WAR OR EMERGENCY IS DECLARED. AFTER ACTIVATION OF CRAF, THESE AIRCRAFT ARE UNDER THE MISSION CONTROL OF DOD, ARE CONSIDERED MILITARY AIRCRAFT FOR ALL PRACTICAL PURPOSES, AND ARE AVAILABLE FOR WORLDWIDE MISSIONS. THE CRAF PROGRAM IS THEREFORE MILITARY SUPPORTING IN NATURE; THE PLANES IN THE CRAF PROGRAM ARE UNDER THE MISSION CONTROL OF NATIONAL MILITARY AUTHORITIES.

4. IN ADDITION TO THE CRAF PROGRAM, THE US HAS ANOTHER CIVIL AVIATION PROGRAM FOR THE CONTROL OF CIVIL AIRCRAFT WHICH ARE NOT IN THE CRAF PROGRAM.

THIS SECOND PROGRAM IS KNOWN AS THE WAR AIR SERVICE PROGRAM (WASP). UNDER WASP, US CERTIFICATED AIR CARRIER AIRCRAFT NOT IN THE CRAF PROGRAM COME UNDER THE CONTROL OF THE DEPARTMENT OF TRANSPORTATION IN A WAR OR EMERGENCY. THE CIVIL AERONAUTICS BOARD (CAB) ADMINISTERS THE WASP PROGRAM, BUT THE DEPARTMENT OF TRANSPORTATION RETAINS POLICY CONTROL OVER THIS ELEMENT OF CIVIL AVIATION.

5. AS PREVIOUSLY STATED, WE ENDORSE THE IDEA OF USING THE CIVIL AIRCRAFT OF THE NATO ALLIES TO SUPPORT NATO MILITARY PLANS AS WELL AS TO MEET
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THE NON-MILITARY REQUIREMENTS OF THE NATO NATIONS (E.G., REFUGEE MOVEMENT, EMERGENCY CIVILIAN SUPPLIES). HOWEVER, FOR VARIOUS REASONS CIVIL AVIATION PLANNING IN NATO FOR THESE PURPOSES IS PRESENTLY UNDERDEVELOPED AND WITHOUT A VIABLE RATIONALE OR MISSION. CIVIL-MILITARY COORDINATION OF AVIATION RESOURCES FOR NATO PURPOSES IS ALSO UNDERDEVELOPED. CURRENT NATO MILITARY OPERATIONAL AND CONTINGENCY PLANS DO NOT ENVISION THE USE OF CIVIL AVIATION, NOR HAS ANY NATO NON-MILITARY CIVIL AIR ROLE BEEN FIRMLY ESTABLISHED. CONSEQUENTLY, THE ALLIES HAVE NO PLANS TO UTILIZE THEIR CIVIL AIR FLEETS ON A NATO BASIS IN THE EVENT OF A WAR OR EMERGENCY SINCE NATIONAL MILITARY AUTHORITIES HAVE NO DEFINITE NATO MILITARY MISSIONS WHICH WOULD REQUIRE THE AUGMENTATION OF THEIR MILITARY AIR FLEETS WITH CIVIL AIRCRAFT, NOR HAVE THE CIVILIAN AUTHORITIES BEEN CONVINCED THAT THEY HAVE A NEED TO USE THEIR CIVIL AIRCRAFT IN SUPPORT OF NON-MILITARY NATO MISSIONS.

6. APPARENTLY ONLY THE US HAS IDENTIFIED A NEED TO USE CIVIL AVIATION TO SUPPORT ITS NATO PLANS, AND THIS REQUIREMENT APPLIES ONLY TO MOVING TROOPS AND EQUIP-

MENT TO EUROPE. THE CURRENT US CRAF AIRCRAFT ARE SUFFICIENT TO MEET US BULK (PALLETIZED) AND PASSENGER DEPLOYMENT REQUIREMENTS. AS STATED IN REF B, THE LIMITING FACTOR IN THE US REINFORCEMENT OF EUROPE IS THE RATE AT WHICH THE C-5/C-141 FORCE CAN DEPLOY OVERSIZE AND OUTSIZE UNIT EQUIPMENT. A US PROGRAM TO OVERCOME THIS DEFICIENCY IN PART BY MODIFYING THE C-141 AND CIVIL AIRCRAFT TO CARRY SUCH EQUIPMENT WILL BE PRESENTED TO CONGRESS EARLY THIS YEAR.

7. THERE APPEARS TO BE A ROLE FOR ALLIED CIVIL AIRCRAFT TO PROVIDE STRATEGIC INTRA-THEATER (I.E, NORTH FLANK - SOUTH FLANK) AIRLIFT. THIS ROLE WOULD

REQUIRE THE USE OF ALLIED AIRCRAFT AS PRESENTLY CONFIGURED, AS WELL AS THE MODIFICATION OF SOME AIRCRAFT TO CARRY OVERSIZE AND OUTSIZE UNIT EQUIPMENT. IN ADDITION, THERE SEEM TO BE A NUMBER OF OTHER
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VALUABLE NATO MISSIONS FOR WHICH ALLIED CIVIL AVIATION RESOURCES COULD BE USED, AND PLANNING FOR ALL THESE PURPOSES SHOULD BE STARTED.

8. HOWEVER, THE CIVILIAN AND MILITARY AUTHORITIES IN NATO NATIONS NEED AN ALL-ENCOMPASSING RATIONALE FOR UNDERTAKING SUCH PLANNING. THIS RATIONALE HAS NOT YET BEEN CLEARLY ARTICULATED, EITHER BY THE NATO MILITARY AUTHORITIES OR BY THE NATO CIVIL AVIATION PLANNING COMMITTEE (CAPC). HOWEVER, AS DISCUSSED BELOW, WE BELIEVE THAT A SITUATION NOW EXISTS WHICH, IF PROPERLY EXPLOITED, COULD RESULT IN THE PROVISION OF SUCH A GENERAL RATIONALE AND THE SUBSEQUENT ADOPTION OF SPECIFIC PLANS AND PROGRAMS FOR USING CIVIL AIRCRAFT ON NATO MISSIONS.

9. FIRST PRIORITY, AS STATED IN REF B, SHOULD BE PLACED ON ENCOURAGING THE ALLIES TO MAKE IMPROVEMENTS IN AERIAL PORT FACILITIES IN ORDER TO INCREASE THE CAPABILITY TO RECEIVE AND CLEAR AIRHEADS OF MEN AND EQUIPMENT AIRLIFTED FROM THE US. THERE IS ALSO A REQUIREMENT TO IDENTIFY AND PLAN FOR THE USE OF ALTERNATE AERIAL PORT FACILITIES. THESE ARE DEFINITE REQUIREMENTS OF IMMEDIATE IMPORTANCE. IN THIS REGARD, AS STATED PREVIOUSLY, THE MAJOR PURPOSE OF THE BRIEFING TO BE GIVEN BY MAJOR GENERAL CASEY TO THE NAC AND MILITARY COMMITTEE (REF H) IS TO INFORM THE ALLIES OF OUR AIRLIFT CAPABILITIES AND AIRHEAD FORWARDING REQUIREMENTS SO THAT ACTION CAN BE TAKEN TO IMPROVE THESE ELEMENTS. THE BRIEFING WILL ALSO DESCRIBE IN GENERAL TERMS THE US CRAF PROGRAM AND THE CONTRIBUTIONS IT MAKES TO OUR MILITARY AIRLIFT

CAPACITY.

10. THE FLEXIBILITY STUDY CURRENTLY BEING UNDERTAKEN BY SACEUR (REF F) AS WELL AS THE REVIEW TO BE UNDERTAKEN BY THE CAPC CONCERNING THE ROLE OF CIVIL AVIATION IN NATO EMERGENCIES (REF G) OFFER PROSPECTIVE AVENUES OF APPROACH FOR CREATING THE RATIONALE FOR NATO AND NATIONAL CIVIL RESOURCE AUTHORITIES TO PLAN JOINTLY FOR THE USE OF CIVIL AVIATION RESOURCES IN SECRET

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EMERGENCY PLANNING AS A SUPPORTING ELEMENT OF NATO'S DEFENSE CAPABILITY (REF E) PROVIDES ANOTHER SUCH

OPPORTUNITY. IN GENERAL TERMS, WE SEE THE FORWARD MOVEMENT OF CIVIL-MILITARY AVIATION PLANNING IN NATO TAKING PLACE IN THE FOLLOWING STAGES:

A. IMPROVEMENT OF AIR RECEPTION AND FORWARDING FACILITIES IN SUPPORT OF US AIRLIFT, AS WELL AS THE IDENTIFICATION OF ALTERNATE AERIAL PORTS;

B. IDENTIFICATION OF NATO MILITARY AND NON-MILITARY MISSIONS REQUIRING THE USE OF CIVIL AVIATION RESOURCES;

C. ESTABLISHMENT AT THE NATIONAL LEVEL OF CIVIL AVIATION PROGRAMS (CRAF, WASP OR WHATEVER) IN SUPPORT OF NATO MISSIONS;

D. ESTABLISHMENT AT NATO HEADQUARTERS OF A SUITABLE MEANS FOR THE CIVIL-MILITARY COORDINATION OF CIVIL AVIATION RESOURCES USED IN SUPPORT OF NATO MISSIONS.

11. TO FULFILL THESE PLANNING STAGES, WE PROPOSE THE FOLLOWING ACTION PROGRAM:

A. AIR RECEPTION AND CLEARING FACILITIES: THE DPC SHOULD REQUEST

(1) THE MILITARY COMMITTEE TO ASK SACEUR, IN CONJUNCTION WITH THE FLEXIBILITY STUDY, TO IDENTIFY AT AN EARLY STAGE ALLIED COMMAND EUROPE RECEPTION FACILITIES AND CLEARING ARRANGEMENTS REQUIRED TO PROVIDE MAXIMUM FLEXIBILITY FOR RECEIVING AND FORWARDING AUGMENTATION FORCES AND SUPPLIES DURING CRISES AND WAR. THEREAFTER, SACEUR SHOULD COORDINATE AND ASSIST IN NEGOTIATING BILATERAL OR MULTILATERAL AGREEMENTS FOR THE USE AND IMPROVEMENT OF THESE FACILITIES WITH THE APPROPRIATE NATIONAL CIVIL AND MILITARY AUTHORITIES. SACEUR SHOULD ALSO COORDINATE WITH THE PLANNING BOARD FOR EUROPEAN INLAND SURFACE

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TRANSPORT (PBEIST) AND THE CIVIL AVIATION PLANNING COMMITTEE (CAPC) IN WORKING OUT THE TERMS OF SUCH AGREEMENTS.

(2) THE SENIOR CIVIL EMERGENCY PLANNING COMMITTEE TO ASK THE PBEIST AND THE CAPC TO ASSIST SACEUR IN WORKING OUT THE TERMS OF BILATERAL OR MULTILATERAL AGREEMENTS FOR IMPROVING AIR RECEPTION FACILITIES AND FORWARDING ARRANGEMENTS. THE PBEIST AND THE CAPC SHOULD SUGGEST WHERE CIVIL RESOURCES CAN BE USED TO MAKE SUCH IMPROVE-

MENTS AND MEET SUCH REQUIREMENTS.

(3) THE MILITARY COMMITTEE AND THE SENIOR CIVIL EMERGENCY PLANNING COMMITTEE TO REPORT JOINTLY TO THE DPC AT ITS MINISTERIAL SESSION IN DECEMBER 1975 REGARDING PROGRESS MADE IN IMPROVING AIR RECEPTION FACILITIES AND CLEARING ARRANGEMENTS.

B. CIVIL AVIATION RESOURCES AND NATO MILITARY MISSIONS: THE DPC SHOULD REQUEST:

(1) THE MILITARY COMMITTEE TO ASK SACEUR, IN CONJUNCTION WITH THE FLEXIBILITY STUDY (SEE REF F, ANNEX A, PARAS 1, 2 AND 3), TO DETERMINE WHERE CIVIL AVIATION RESOURCES COULD SUPPORT NATO MILITARY OPERATIONAL AND CONTINGENCY PLANS. FYI. WE WOULD BE WILLING TO CONDUCT A BRIEFING FOR THE MILITARY COMMITTEE AND SACEUR REGARDING THE ELEMENTS OF A CRAF PROGRAM FOR USE BY NATIONAL MODS IN ESTABLISHING SIMILAR PROGRAMS. END FYI.

(2) THE SENIOR CIVIL EMERGENCY PLANNING COMMITTEE (SCEPC) TO ASK THE CIVIL AVIATION PLANNING COMMITTEE (CAPC) TO ASSIST THE SACEUR IN PLANNING FOR THE USE OF CIVIL AVIATION RESOURCES IN SUPPORT OF NATO MILITARY OPERATIONAL AND CONTINGENCY PLANS.

(3) THE MILITARY COMMITTEE TO ASK THE SACEUR TO WORK WITH THE CAPC REGARDING THE COORDINATION OF MILITARY AVIATION AND CIVIL AVIATION PROGRAMS IN SUPPORT OF
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NATO MILITARY AND NON-MILITARY MISSIONS.

(4) THE MILITARY COMMITTEE TO REPORT TO THE DPC IN JUNE 1976 REGARDING THE PROGRESS MADE IN PLANNING FOR THE USE OF CIVIL AVIATION RESOURCES IN SUPPORT OF

NATO MILITARY OPERATIONAL AND CONTINGENCY PLANS.
IN THIS REGARD THE MILITARY COMMITTEE WOULD BE
ASSISTED BY THE SCEPC IN THE PREPARATION OF THE REPORT.

C. CIVIL AVIATION RESOURCES AND NATO NON-MILITARY
MISSIONS: THE DPC SHOULD REQUEST:

(1) THE SCEPC TO ASK THE CAPC TO INCLUDE IN ITS
REVIEW OF THE ROLE OF CIVIL AIR TRANSPORT IN NATO
EMERGENCIES A DETERMINATION OF THE NON-MILITARY
CONTRIBUTIONS THAT THE CIVIL AIR FLEETS OF NATO
NATIONS COULD MAKE TO NATO IN TIMES OF TENSION OR
WAR. THIS REVIEW SHOULD ALSO CONTAIN INFORMATION ON:

(A) THE NATURE AND AVAILABILITY TO NATO OF CIVIL
AIRCRAFT FROM EACH NATO NATION APART FROM AIRCRAFT
ALLOCATED TO NATIONAL CRAF-TYPE PROGRAMS; (B)
PROCEDURES OR ARRANGEMENTS FOR COORDINATING CIVIL
AVIATION RESOURCES MADE AVAILABLE TO THE ALLIANCE;
AND (C) PROCEDURES FOR HANDLING REQUESTS FOR AIRCRAFT.

(2) THE SCEPC TO ARRANGE FOR THE CAPC TO BE ADVISED
OF ALL NATO EMERGENCY NON-MILITARY AIRLIFT REQUIREMENTS.

(3) THE SCEPC TO REPORT TO THE DPC AT ITS JUNE 1976
SESSION REGARDING PROGRESS MADE BY THE CAPC IN THIS
FIELD. THE SACEUR SHOULD ASSIST THE CAPC AND THE
SCEPC IN PREPARING THE REPORT.

D. NATO AIR REINFORCEMENT CAPABILITIES: THE DPC
SHOULD UNDERTAKE A CONTINUING EFFORT TO ENCOURAGE
THE NATO ALLIES TO MODIFY CIVIL AIRCRAFT IN ORDER
TO UNDERTAKE THE TRANSPORT OF OVERSIZE AND OUTSIZED
UNIT EQUIPMENT.

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